

ANNEX 11 (ESF-11)

FOOD SERVICES

PRIMARY: South Carolina Department of Social Services

SUPPORT: Department of Education; Department of Agriculture; American Red Cross; The Salvation Army; South Carolina Food Bank Association

I. INTRODUCTION

- A. An emergency or disaster may deprive substantial numbers of people of access to food or the means to prepare food. In addition commercial food supplies and distribution networks may be substantially disrupted due to partial or total devastation of food products stored in the affected area. There also may be disruption of energy sources (e.g., electricity and gas) causing most commercial cold storage and freezer facilities to be inoperable in the affected areas.
- B. On the fringes of the affected areas, schools and small institutions with food inventories could be used to begin the feeding of disaster victims. An effective feeding operation must be immediately initiated, to include obtaining appropriate U.S. Department of Agriculture (USDA) food supplies, arranging for transportation of those food supplies to designated staging areas within the disaster area, and requesting the Disaster Food Stamp Program as required. USDA food supplies secured and delivered will be suitable for either household distribution or congregate meal service as appropriate. Transportation and distribution of USDA food supplies to the affected areas will be coordinated by the Department of Social Services (DSS) and Department of Education. Priority will be given to transportation of critical supplies of USDA food into areas of acute need.

II. MISSION

To coordinate and identify food requirements in disaster affected areas. To secure, and distribute food products to include USDA food to staging areas within the affected areas.

III. CONCEPT OF OPERATIONS

- A. DSS is responsible for coordinating all ESF-11 administrative, management, planning, training, preparedness, mitigation, response and recovery activities to include developing, coordinating and maintaining ESF-11 Standard Operating Procedures. All ESF-11 supporting agencies will assist DSS in the planning and execution of the above. All ESF-11 personnel will be trained on the principles of the National Incident Management System (NIMS) and Incident Command and integrate those principles into all ESF-11 planning and response operations.

- B. Under the general coordination of DSS, ESF-11 will operate under existing USDA authorities and regulations as well as the requirements of supporting agencies, to provide disaster food supplies to designated disaster staging areas and/or authorize the issuance of disaster food stamps. Coordination with all supporting agencies and other appropriate departments/agencies and organizations will be performed to ensure operational readiness. Each agency/organization will operate under their mandated federal, state, or organizational regulations and will maintain complete administrative and financial control over their activities.
- C. Under the general coordination of DSS, the food services function will operate in accordance with existing USDA authorities and regulations, as well as the Stafford Act, to provide USDA food supplies to designated disaster staging areas.
- D. DSS will manage the Disaster Food Stamp Program under the rules and regulations of the USDA Food and Nutrition Service (FNS). The purpose of the Disaster Food Stamp Program is to provide temporary food assistance to victims of a disaster that has disrupted commercial channels of food distribution if such households are in need of temporary food assistance. Following a Presidential disaster declaration, and upon a request from the Governor, the United States Secretary of Agriculture may direct USDA Food Nutrition Services (FNS) to distribute disaster food stamps if:
 - 1. Commercial channels of food distribution have been restored.
 - 2. As a result of the disaster, income or resources are reduced or inaccessible, and food assistance needs cannot be met by the regular Food Stamp Program procedures.
- E. ESF-11 will obtain from ESF-6 the number of people that may be impacted in order to assess the amount of food needed to meet the anticipated demand. Warehouse inventories will be tabulated and if additional food supplies are needed, ESF-11 will obtain and coordinate the transportation of such supplies to the disaster or staging area.
- F. ESF-11 will gather information from food services member agencies and organizations concerning their operational response, USDA food supplies, and USDA food requirements, location of established staging areas and feeding sites, and any problems. ESF-11 will, as required, compile a report, which will be provided to the SEOC and the member agencies/organizations of the food services.

- G. Menus will be determined by volunteer organizations conducting food preparation with full consideration of special population dietary needs. Menus may be built around USDA foods that are available. Other mass care organizations with food resources will supplement the food supply. Menus will be adjusted based on food quantities and needs as determined by volunteer agencies.
- H. The Department of Education and DSS will manage the requisitioning of USDA food under the particular programs, which they administer. The Department of Agriculture will assist in locating privately held stores of food and will perform inspections of food as necessary.
- I. In coordination with, and in support of, the State Assessment Team (SAT), ESF-11 will assess the situation (both pre- and post-event), and in coordination with local emergency management officials, develop strategies to respond to the emergency. ESF-11 staff will assess the effectiveness of the food distribution network and oversee the inventory of food resources procured by this ESF. Staff will coordinate with county officials and ESF-6 to ensure timely deliveries of food.
- J. The SEOC will be the point of contact for all requests for USDA food. DSS, Department of Education, and Department of Agriculture personnel will staff the food services function in the SEOC.
- K. Harvest Hope Food Bank, as the lead agency for the South Carolina Food Bank Association, will manage donated food in accordance with Annex 18 of this plan.

IV. ESF ACTIONS

- A. Preparedness
 - 1. Maintain an accurate roster of personnel assigned to perform ESF-11 duties during a disaster.
 - 2. Identify and schedule disaster response training for ESF-11 personnel.
 - 3. Maintain current food resource directories to include maintaining points of contact.
 - 4. Identify likely transportation needs and coordinate with ESF-1 and ESF-19.
 - 5. Participate in state exercises and conduct, at least annually, an ESF-11 exercise to validate this annex and supporting SOPs.

6. Annually review the Department of Homeland Security Universal Task List and integrate tasks as appropriate.
7. Ensure all ESF-11 personnel integrate NIMS principles in all planning. All ESF personnel will complete all required NIMS training, as outlined in the 2006 Department of Homeland Security (DHS) training guidance.

B. Response

1. Inventory food supplies and determine availability of food within the disaster area.
2. Coordinate with ESF-6 to identify the number of people in shelters and others in need of food.
3. Coordinate with ESF-6 to identify the locations of all mass feeding and distribution sites.
4. Coordinate with ESF-7 and ESF-18 to acquire food, equipment, and supplies required to support food service operations. Acquisitions include, but are not limited to, donated food, purchase of additional food, and refrigerated trailers.
5. Coordinate with ESF-1 and ESF-19 for transportation of food supplies into the disaster area.
6. Contract with local vendors to provide food services to first responders.
7. Assess warehouse space and needs for staging areas.
8. Coordinate flow of request and delivery of food into disaster area to ensure daily requirements are met.
9. Assess need and feasibility of issuing food stamps.
10. In coordination with ESF-6, monitor the number of mass feeding sites, soup kitchens, and pantries providing food to disaster victims.
11. Establish communications with Federal ESF-11 to coordinate food service assets beyond state capability.

C. Recovery

1. Continue to monitor food requirements.
2. Coordinate with DSS regarding the implementation of the Disaster Food Stamp Program.
3. In coordination with ESF-6, assess special food concerns of impacted residents.
4. Establish logistical links with local organizations involved in long-term congregate meal services.
5. Anticipate and plan for arrival of, and coordination with, FEMA ESF-11 personnel in the SEOC and the Joint Field Office (JFO).
6. Ensure ESF-11 team members or their agencies maintain appropriate records of costs incurred during the event.

D. Mitigation

1. Support and plan for mitigation measures.
2. Support requests and directives resulting from the Governor and/or FEMA concerning mitigation and/or re-development activities.
3. Document matters that may be needed for inclusion in agency or state/federal briefings, situation reports and action plans.

V. **RESPONSIBILITIES**

A. Department of Social Services

1. Preparedness
 - a. Identify, train, and assign DSS personnel to staff ESF-11 in the SEOC.
 - b. Develops operating procedures to implement the DSS Food Service functions of ESF-11, including an alerting list of DSS and Department of Education emergency food services responders.
 - c. Assesses the stock levels of USDA food (commodities) administered by DSS and the availability of storage space, handling equipment, and support personnel.

- d. Participates in exercises to test operating procedures.
- e. DSS will coordinate meetings as necessary in which member agencies and organizations will discuss their operational response and resolve problems, to ensure coverage of the critical food needs of the affected population, and to prevent duplication of effort.

2. Response

- a. Provides DSS staff to SEOC, as requested; alerts Departments of Education and Agriculture food service team members. Notify all ESF-11 supporting agencies upon activation.
- b. Coordinates with the food services member agencies and organizations in their assessment of the critical food needs of the affected population and the availability of food preparation facilities, and compiles reports for SEOC Operations.
- c. Assesses USDA food stocks (commodities) administered by DSS. Coordinates with the food services member agencies and organizations in their assessment of USDA food stocks, which they administer. This includes handling equipment, storage, transportation, and distribution facilities.
- d. In response to requests for USDA food, arranges shipment of USDA food (commodities) administered by DSS. Coordinates with other food services member agencies and organizations in their shipment of USDA food to designated staging areas or distribution points.

3. Recovery

- a. Coordinates the phase-down of USDA food distribution to staging areas.
- b. Coordinates with USDA food distribution agencies and with agencies and organizations involved in feeding, to collect reports and records of USDA food usage, man-hours, and associated expenditures. Compiles a final report for SEOC Operations.

- c. Support Disaster Food Stamp Program activities.

B. Department of Education

1. Preparedness

- a. Identify, train, and assign personnel to staff ESF-11 in the SEOC.
- b. Develops operating procedures to implement Annex 11, including an alerting list of Department of Education emergency food services responders.
- c. Assesses the stock levels of USDA food administered by Department of Education and the availability of storage space, handling equipment, and support personnel. Coordinates with the contracted commercial distributors.
- d. Assists county school district food services supervisors by disseminating information and providing guidance in their development of emergency response operational procedures.

2. Response

- a. Provides Department of Education staff to SEOC.
- b. Coordinates with affected school districts in their assessment of USDA food requirements and the condition of the school districts' food preparation facilities. Assists DSS in coordinating with other food service agencies and organizations to gather information concerning their food requirements and food preparation facilities and to respond to requests for USDA food.
- c. Assesses USDA food stocks administered by Department of Education and distribution facilities.
- d. Maintains logistical links with school districts involved in feeding shelter population, and in providing USDA food to established feeding sites. Arranges shipment of USDA food to such school districts as required and assists in problem resolution when requested.
- e. Coordinate the availability of transportation for USDA food.

3. Recovery

- a. Initiates a phase-down of USDA food distribution as feeding operations decrease.
- b. Coordinates with affected school districts to collect and record USDA food (administered by Department of Education) usage and distribution, man-hours, and associated expenditures. Compiles and provides a final report to ESF-11, American Red Cross, and US Department of Agriculture.

C. Department of Agriculture

1. Preparedness

- a. Identify, train, and assign personnel to staff ESF-11 in the SEOC.
- b. Develops plans and SOPs for deployment of SCDA personnel and resources in an emergency.
- c. Participates in exercises to train department personnel in emergency operations and procedures.

2. Response

- a. Provides Department of Agriculture personnel to staff the SEOC.
- b. Coordinates response of Clemson University Cooperative Extension Service in deploying extension personnel as needed.
- c. Provides assistance in locating privately held stores of food.
- d. Provides inspection and embargo authority where necessary to prevent use of food supplies which are damaged or suspected of being unsuitable for use.

3. Recovery

- a. Coordinates recovery assistance efforts, which engage SCDA field inspectors.

- b. Supervises salvage or other disposition of food and feeds, which may have been damaged or compromised in an emergency event.

D. American Red Cross

1. Assist in identifying and assessing requirements for food on a two-phase basis: critical emergency needs immediately after the disaster and long-term sustained needs after the emergency phase is over.
2. Participate in the coordinated distribution of disaster relief supplies at point of service.
3. Per established agreements with private vendors, supplement USDA food stocks.
4. Provide independent food preparation in accordance with ARC policies.

E. The Salvation Army

1. Assist in identifying and assessing requirements for food on a two-phase basis: critical emergency needs immediately after the disaster and long-term sustained needs after the emergency phase is over.
2. Participate in the coordinated distribution of disaster relief supplies at point of service.
3. Per established agreements with local vendors, supplement USDA food stocks.
4. Provide independent food preparation in accordance with Salvation Army policies.

F. South Carolina Food Bank Association

1. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-11 during periods of activation. On order, request Harvest Hope personnel staff ESF-11 in the SEOC.
2. Participate in the coordinated distribution of disaster relief supplies at point of service.
3. Provide USDA and non-USDA donated food supplies.

VI. FEDERAL INTERFACE

- A. This Annex is supported by the National Response Plan, ESF-11, Agriculture and Natural Resources Annex which coordinates federal resources and capabilities to facilitate the delivery of services, technical assistance, expertise and other support pertaining to domestic incidents that impact agriculture, livestock, and the nation's food supply. ESF-11 will have a representative in the Joint Field Office (JFO).
- B. Federal ESF-11 executes four functions:
 - 1. Food and Nutrition Service: Includes determining nutritional assistance needs, obtaining appropriate food supplies, arranging for the delivery of the supplies, and authorizing disaster food stamps.
 - 2. Animal and Plant Disease/Pest Response: Implementation of an integrated federal, state, and local response to an outbreak of a highly contagious animal/zoonotic disease, an outbreak of a highly infective exotic plant disease, or an economically devastating plant pest infestation.
 - 3. Food Supply and Safety and Security: Federal response undertaken to ensure the safety and security of the food supply.
 - 4. National and Cultural Resources Historic (NCH) Property Preservation: Includes the protection of NCH resources and appropriate response actions to conserve, rehabilitate, recover, and restore NCH resources after an incident occurs.
- C. All ESF-11 personnel will be familiar with the National Response Plan (NRP) and the corresponding annex with Federal counterpart concepts, actions and responsibilities. This familiarization will include but not be limited to the make up, functions and responsibilities of the Emergency Response Team – Advanced Element (ERT-A), Interagency Incident Management Groups (IIMG) and the Joint Field Office (JFO).
- D. State ESF-11 will coordinate with Federal ESF-11 to obtain federal assistance when required. State ESF-17, Animal Emergency Response, will coordinate with Federal ESF-11 for issues involving animal and plant disease/pest response.